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SUPPORT

SPECIAL PROGRAMMES OF ASSISTANCE

AFRICA-RELATED MATTERS

Evaluations of the Social Dimensions of Adjustment, national technical cooperation assessments and programmes, and UNDP assistance to intergovernmental organizations in Africa

Report of the Administrator

SUMMARY

The present report is submitted in response to Governing Council decisions 89/31 of 30 June 1989 and 90/29 of 22 June 1990, which requested the United Nations Development Programme (UNDP) to undertake evaluations of the Social Dimensions of Adjustment (SDA) project, national technical cooperation assessments and programmes (NATCAPs) and UNDP assistance to intergovernmental organizations in Africa. The report summarizes the principal findings and recommendations of the three evaluation reports and the Administrator's comments. The full reports have been submitted to the Council as background documents.

In the case of SDA, the evaluation report highlighted weaknesses which will be taken into consideration in the formulation of the second phase of the project. The recommendations of the NATCAP evaluation are considered to be useful within the context of UNDP strategy for developing the NATCAP methodology and improving implementation in the field. UNDP views the recommendations of the evaluation report on intergovernmental organizations as a major input in the formulation and implementation of its fifth intercountry programme for Africa (1991-1996).

INTRODUCTION

1. The present report summarizes the main findings of the evaluations of three programmes in Africa supported by the United Nations Development Programme (UNDP). The evaluations were prepared in accordance with Governing Council decisions 89/31 of 30 June 1989 (para. 12) and 90/29 of 22 June 1990 (para. 2). The programmes are: Social Dimensions of Adjustment (SDA); national technical cooperation assessments and programmes (NATCAPs); and UNDP assistance to intergovernmental organizations in Africa. The full evaluation reports have been submitted as background papers to the Council.

I. SOCIAL DIMENSIONS OF ADJUSTMENT

2. The Social Dimensions of Adjustment (SDA) project aims to help participating Governments to integrate social concerns into the core of their structural adjustment programmes. This objective is being sought by means of the following major areas of activity: assessment of the evolution of living conditions of the population; policy analysis of the social dimensions of adjustment; the design of policies and programmes aimed at improving social conditions; and capacity building in the formulation and implementation of social policy, including the strengthening of government capacity to develop and maintain adequate statistical databases.

3. At the outset, support for the regional project was provided by UNDP ($5.0 million), the World Bank ($2.5 million in kind) and the African Development Bank (AfDB) ($2.5 million). Subsequently, financial support for the regional project was provided by the International Fund for Agricultural Development (IFAD), the European Economic Community (EEC), Canada, Germany, Norway, Sweden and Switzerland. Financial support for the national SDA projects formulated under the umbrella of the regional project was provided by the same donors as those at the regional level, with the addition of France, Japan, the Netherlands, the United Kingdom of Great Britain and Northern Ireland and the United States Agency for International Development (USAID). Initially it was anticipated that 10 countries would participate in the project. By the time of the evaluation, however, the number had grown to 30, and subsequently rose to 32.

A. Evaluation

4. Because the project involves three co-sponsoring organizations, as indicated above, the evaluation was preceded by the drawing up of a memorandum of understanding which is reproduced in appendix I to volume I of the evaluation report. 1/ According to the memorandum, it was agreed that the comments of each of the organizations would be attached to the report. These comments form volume II of the evaluation report. The evaluation was conducted by an independent team selected by the Central Evaluation Office of the UNDP Bureau for Programme Policy and Evaluation (BPPE) after extensive consultation with the World Bank and AfDB.

5. The methodology of the evaluation, as agreed in the memorandum of understanding, was designed to examine the implementation experience and to assess the project's continued relevance, effectiveness and contribution to the needs of participating countries. The evaluation team worked from June to August 1990, at the headquarters of the co-sponsoring agencies, and conducted field missions in Cameroon, Ghana, Madagascar, Malawi and the United Republic of Tanzania to assess selected samples of the project's work at the field level.

B. Main findings of the evaluation

6. The evaluation report found that the SDA project reflected the desire of the participating agencies to be responsive to the social concerns and felt needs of their member countries. The SDA project has succeeded in attracting a number of bilateral donors. It has also succeeded in developing guidelines for the establishment of an information system on the social impact of adjustment programmes. In addition, it has supported important social action programmes. For example, in Madagascar, SDA supported an anti-malaria programme, and in the United Republic of Tanzania, it helped the Government to set into place a consistent national social programme under the SDA Priority Social Action Programme.

7. The evaluation report, however, brought out some important weaknesses in the project. Among these were: an overemphasis on data gathering; insufficient experience in carrying out the social action programme; and the unnecessary use of loans for financing national projects. It noted, in particular, that the two main areas of activity of the SDA project - data gathering and social action programmes - were not well linked; many of the social action programmes were open-ended; the World Bank appeared to have used the SDA project as a condition for disbursing other loans; at the regional level, a significant proportion of resources were being used to produce theoretical documentation; and the project as a whole received inadequate supervision.

C. Recommendations

8. The main recommendations of the evaluation report were the following:

(a) After completion of the present phase, in June 1991, the SDA project should be continued with substantial changes in focus and in organizational structure;

(b) If SDA is continued, the World Bank should no longer be the sole executing agency. A variety of qualified agencies and organizations (such as the United Nations Children's Fund, the International Labour Organisation and IFAD), should also become executing agencies;

(c) Each participating country should deal with only one agency for the formulation of the SDA project, the agency to be chosen by the country according to the specialization most appropriate for the country's priorities;

(d) If the project is continued, UNDP should become the secretariat of SDA. UNDP would provide the umbrella under which programmes are agreed, experiences discussed, inconsistencies ironed out and problems ventilated. It should develop common monitoring standards and practices, review and analyse the monitoring of the agency reports and provide inter-agency coordination. All this would require strengthening the capacity of UNDP to deal with such issues. This strengthened capacity should be financed from the SDA programme.

9. The evaluation report highlighted several areas for improving the project's performance. It suggested the need for a more effective linking of the data gathering and social action components of the project to ensure maximum usefulness to African Governments. It also emphasized the necessity for SDA country activities to be financed from grants rather than loans, and cautioned against using adherence to SDA conditions as a prerequisite for the disbursement of structural or sectoral adjustment loans.

D. Comments of the Administrator

10. The sponsoring organizations have made detailed comments on the SDA report, including its weaknesses and inconsistencies. These comments are contained in volume II of the evaluation report 1/ and are not repeated here. On the whole, UNDP regards the evaluation report as a useful basis for improving the functioning of the SDA project in the future.

11. The SDA project is an ambitious one, and the past two years have provided a constructive learning experience. The objectives, scope and nature of project activities have evolved considerably during the past two years. The project had as its initial objective the strengthening of the capacity of Governments in 10 participating countries to assess the social dimensions of adjustment and to formulate social policies and programmes. Since its beginnings, in 1987, the objectives have become more ambitious and are concerned with integrating social issues into the formulation of macroeconomic policy. In terms of country coverage, the scope of the project has also been expanded considerably over this period.

12. Concerning the nature and scope of the SDA project, the evaluation report suggested the need for clarification of the relationship between activities aimed at assessing the emerging social situation and those aimed at improving the capacity of Governments to design and implement poverty alleviation programmes. This is a recommendation which the Administrator heartily endorses.

13. Statistical activities have received much attention in the SDA project, both at the regional level, in terms of the development of survey instruments, including prototype questionnaires and analysis plans, and at the national

level, in terms of the priority given to household surveys. The evaluation report raised some questions concerning the overemphasis on information gathering. In the view of UNDP, the emphasis on statistics can be seen as a strength of the SDA project, since all African Governments agree that their capacity to formulate and target social policy is severely constrained by the absence of data, particularly household survey data. The contribution of SDA in meeting the data requirements of improved social policy and planning, and the corresponding capacity-building, could prove to be of lasting benefit, especially if statistical activities are guided by nationally determined priorities. The project has developed a framework for the collection and analysis of data, and work has started at the national level in 12 countries. Within two to three years, data will become available to be fed into the next generation of structural adjustment programmes. Given the difficulties faced by government statistical offices in most African countries, it is inevitable that progress in this area will be slow and uneven.

14. In regard to the terms of financing, the evaluation report expressed concern that loan funds had been used to finance certain SDA activities at the national level, in view of the absence of quantifiable or predictable effects of the programmes on the productive capacity of the economy. Furthermore, since the SDA project should be viewed as a series of experiments, it was argued in the report that other lending should not become conditional on compliance with particular SDA requirements. The view of the Administrator on the grant funding of national level activities is that there is some merit in this argument, especially for Governments facing major debt problems. It must be noted, however, that International Development Association (IDA) funds have a very high grant element; it is important that the financing package for the national SDA programmes be examined as a whole. Frequently, IDA loans constitute a small part of the total funding.

15. One of the major initial priorities of the project at the regional level was the preparation of a conceptual framework paper. The evaluation report noted the very substantial cost of producing this paper, and suggested that it gave little guide to the design of poverty alleviation programmes, and neglected institutional issues and delivery systems. In the view of the Administrator, the analysis at the conceptual level was a necessary first step, but it is now essential to focus the regional level activities more clearly on support for the formulation and implementation of national SDA projects. This will involve some decentralization of project staff, as well as a refocus of activities.

16. On the governance of SDA, the evaluation report recommended that, following completion of the present phase in June 1991, changes should be introduced in the focus and organizational structure of the project, in order to give a more systematic role to other agencies and organizations of the United Nations system and to foster greater diversity in the approach to SDA. In order to implement, supervise and monitor these changes, the in-house capacity of UNDP would have to be strengthened.

17. In summary, the Administrator agrees that the project has achieved significant progress in a short period of time. Technical divergences of view may exist on the priorities and how best to reach them, but all share the same certitude that the issues addressed by the project are essential to the revitalization of African economies. Policy reform will be a long process, and it is becoming clearer that it is impossible to neglect its social and human dimensions. The evaluation report noted, that among its other characteristics, the social action programme lacked interdependence of programme components. In order for the SDA project to succeed in providing the basis for the integration of social issues into macroeconomic policy reform, it is the UNDP view that a restructure of the focus of SDA and its organization are needed. In particular, the United Nations system should play a more systematic role.

18. UNDP is proud to be one of the initiators of the SDA project. However, with the number of countries increasing, to 30 at the time of the evaluation, from 10 at the initiation of the project in October 1986, and with the changes recommended in the role of UNDP, there is now a need to strengthen in-house analytical capabilities, particularly at the field level, in order to provide adequate backstopping, and also to contribute substantively to the development of ideas and concepts and to their implementation.

19. In the light of the above, and given the continued needs of the majority of African countries to address the social dimensions of policy reforms, UNDP would favour the continuation of SDA-related activities during the fifth programming cycle (1992-1996). To that end, subject to consideration by the Governing Council, the Administrator recommends a new project focused on structural adjustment and social development in Africa. In accordance with the greater role for the United Nations system recommended by the evaluation report, the new project would be designed in full consultation with the African countries, the agencies and organizations of the United Nations system, including the World Bank. The context for this will be the broader discussions concerning the role of the United Nations system in developing a more human-centred approach to policy reform in the 1990s.

II. NATIONAL TECHNICAL COOPERATION ASSESSMENTS AND PROGRAMMES

20. National technical cooperation assessments and programmes (NATCAPs) provide a substantive exercise through which the recipient Government assesses country data on technical cooperation, elaborates a clear national policy framework and a priority national programme for technical cooperation, and sets out to establish a stronger system for managing and planning the technical cooperation financed from all sources. The NATCAP initiative was introduced in view of the need to build national capacities as an indispensable element for long-term development in Africa, and the need to make the most effective use of technical cooperation resources for this purpose. Indeed, there is growing concern with issues such as the ad hoc nature of technical cooperation programming, lack of coordination among donors and duplication of inputs, the very large proportion of official development

assistance allocated for technical cooperation, the qualitative impact of programmes particularly with respect to training and sustainability, the increasing costliness of technical cooperation inputs, especially in relation to effectiveness and the donor driven nature of programming. There was thus a recognized need for a more systematic approach to programming technical cooperation by the recipient Government, covering all sources of financing, and based on a review of a country's experience with technical cooperation to assess lessons of the past, an assessment of priority needs and a review of ongoing programmes.

21. NATCAPs were initially launched on a pilot basis in 10 countries from 1986 to 1988. From this experience and following the recommendations of an interim review, a detailed methodology was formulated in early 1989; since then, the programme has been expanded and the process is now under way in some 28 countries, all in Africa, except for one in Haiti. A dozen more countries requested UNDP assistance to initiate the process during 1991, including several countries in Latin America and the Caribbean.

22. The NATCAP methodology emphasizes the following features: (a) a process that is led by the Government, requiring a clear institutional framework within the Government. This might involve a steering committee or task force with high-level direction and a working structure with clear identification of a national coordinator and maximum reliance on national expertise, including consultations with the donor community; (b) a streamlined and result-oriented process, with clearly defined timetable and outputs, namely a database, a policy framework on technical cooperation and a national priority technical cooperation programme; and (c) mechanisms for backstopping by UNDP.

A. Evaluation

23. Governing Council decision 89/31 requested the Administrator to undertake an evaluation of the NATCAP exercise as a whole. The evaluation was organized jointly by the Central evaluation Office of BPPE and the Regional Bureau for Africa and comprised two phases. Phase I was a comprehensive desk review which started in early 1990 and was completed by mid-year. A verbal report of progress was provided to the Governing Council at its thirty-seventh session, in June 1990. The preliminary findings of this review were tested and supplemented by field missions to five countries during phase II, which took place from September to December 1990.

24. The field visits included Chad, Ghana, Guinea, Malawi and Zambia, and were specifically intended to reflect a broad range of experience and country backgrounds.

25. Phase I of the evaluation was carried out by an independent consultant specialized in the institutional aspects of development. Phase II was carried out by a team comprised of individuals from recipient Governments and donor institutions and the private consulting sector. The Government of Finland was associated in the planning stages of the evaluation.

B. Main findings of the evaluation

26. The evaluation report 2/ found that generally, the NATCAP methodology defined in 1989 had proven appropriate and creative. It has been particularly effective in laying out the steps leading to the adoption of a technical cooperation policy and in encouraging government-led assessments of technical cooperation and building strong interest for some form of programming within recipient Governments. The NATCAP process has been successful generally in inducing a process of review and programming in some 30 countries. What had begun as an experimental UNDP project has become, potentially, a means for all donors to relate their technical cooperation activities to recipient priorities, and a central organizing focus of UNDP global responsibility for guiding the coordination of technical assistance.

27. At the time of the evaluation, 10 countries had prepared policy statements; another 20 or so were in process. Two countries had prepared programmes and several were actively engaged in the process. Furthermore, during 1988-1989, discussion papers on technical cooperation were presented at consultative group meetings and round-table conferences. This was done in response to a request by the Development Assistance Committee of the Organisation for Economic Cooperation and Development (DAC/OECD), and has contributed to building a better understanding of technical cooperation management problems.

28. Since the active engagement of the recipient Government is the central concept of NATCAP, the evaluation focused on this criterion as a benchmark for progress. In this context, the technical cooperation policy statements prepared by the 10 African Governments represent the progress made in internalizing the assessment process in relation to their priorities and in identifying measures for improving technical cooperation effectiveness. The Governments concerned have declared their intention to gain a more equal partnership in programme decisions on technical cooperation design, components and uses. They have also conveyed the message that they want increased attention paid to training and a genuine strengthening of their institutional capacities, with a more selective process for engaging expatriate consultants. They would reverse the allocation of technical cooperation funds in favour of training and equipment. Despite acknowledged weaknesses in their institutions, they would like to see first choice go to qualified local consultants and to local execution of aid projects as part of the capacity-building process.

29. To date, the results of NATCAP exercises have been strong in assessment, leading to the formulation of a policy statement, but as yet the mastering of programming techniques is still to come. So far, only two countries have prepared NATCAPs, while several others are actively engaged in doing so. While the experience of NATCAP in Guinea has been positive, there is as yet uncertainty regarding: (a) how the Government can best proceed operationally with programme preparation; and (b) how donors would use it. More detailed guidance from UNDP is needed in this area so that the momentum of phase I can be sustained.

30. Donor agencies have fully endorsed the principles of NATCAP and have been involved at various stages of preparing a policy framework. None the less, many donor officials in the field have urged NATCAPs to focus on their operational applicability, particularly on how the process will affect donor operations. More active engagement by donors in the NATCAP process is essential.

31. Furthermore, the conceptual focus of NATCAP preparation has been broad, and is subject to different interpretations. Varying emphasis has been placed on NATCAPs as a means of integrating technical cooperation into plans and budgets of recipient Governments; of empowering Governments to manage technical cooperation; as a means of programming operational gap-filling and training inputs; and finally, as a support to structural adjustment reforms. NATCAPs provide an excellent means for programming requirements for sectoral capacity-building if there is a sharp focus on human and institutional resources and if the NATCAP style of collaborative programming is pursued.

C. Recommendations

32. The overall thrust of the recommendations is threefold: first, to strengthen, both conceptually and operationally, the preparation of NATCAPs; second, to sharpen the conceptual focus of NATCAPs on human resources and institutional capacity-building and to promote methods for design and delivery of technical cooperation favouring this objective; and third, to bring the management and backstopping of NATCAPs in line with their central role of encouraging self-reliant development.

33. Specifically, recommendations include the following 12 points:

(a) NATCAP policy framework papers should focus more sharply on policy priorities and measures for preparation of a national technical cooperation programme;

(b) Greater efforts should be made by UNDP and donors to assist recipient Governments in developing technical cooperation information systems adequate to the task of managing the acquisition, processing and analysis of data needed for NATCAP preparation;

(c) More detailed guidance should be provided to Governments with NATCAPs on how to proceed with preparing programmes;

(d) More efforts should be made to inform donors concerning the operational aspects of NATCAPs and to engage their active support to help Governments become equal partners in decision-making;

(e) The conceptual focus of NATCAPs should be concentrated mainly on human resources and institutional capacity-building, rather than on structural adjustment;

(f) UNDP and the specialized agencies of the United Nations should work closely with Governments on common approaches for introducing capacity-building criteria into sector assessments for technical cooperation programmes;

(g) The programme approach to technical cooperation should be fully applied by expanded financing of technical cooperation components, with increased emphasis on training and equipment within well-prepared sectoral strategies;

(h) Donors should shift technical cooperation resources in favour of in-country training and should increase aid for middle-level training, with emphasis on the private sector and improved gender balance;

(i) UNDP country programmes should concentrate on human resources and institution capacity-building within the framework of NATCAPs;

(j) In its important role of strengthening government capacity to manage aid, UNDP should consolidate technical cooperation for NATCAPs with other aid coordination projects financed by UNDP;

(k) UNDP should review the requirements for backstopping NATCAPs, which, given the change in both their scale and nature, make greater demands on UNDP support;

(l) UNDP should resist viewing NATCAPs as projects to be administered like other mainstream projects, but rather as an integral part of UNDP support operations, central to their global responsibility for encouraging self-reliant development.

D. Comments of the Administrator

34. Overall, the independent evaluation report presents a balanced assessment of the NATCAP concepts and results to date.

35. The evaluation will be useful for UNDP strategic thinking in developing further the NATCAP methodology and improving implementation in the field. The report reflects a clear and insightful analysis of the process, including a realistic assessment of strengths as well as weaknesses. These recommendations point to priorities for further work. UNDP is therefore actively following up on the recommendations, which the Administrator endorses in their totality.

III. UNDP ASSISTANCE TO INTERGOVERNMENTAL ORGANIZATIONS IN AFRICA DURING THE FOURTH INTERCOUNTRY PROGRAMME FOR AFRICA

36. UNDP has been providing assistance to African intergovernmental organizations for a number of years. In the third cycle intercountry programme for Africa (1982-1986), a deliberate attempt to achieve thematic coherence in support of the Lagos Plan of Action and the Final Act of Lagos 3/ was made through support for regional and subregional cooperation. Accordingly, the programme allocated $36.1 million, almost 19 per cent of the programmable resources of $192.6 million for this purpose. This assistance was channelled mainly in two forms: (a) institutional support and/or support to multisectoral programmes of a number of African intergovernmental organizations set up to promote some form of economic cooperation and integration. These organizations included the Organization of African Unity (OAU), the Southern African Development Co-ordination Conference (SADCC); the Economic Community of West African States (ECOWAS); the West African Economic Community (CEAO); the Customs and Economic Union of Central Africa (UDEAC); the Economic Community of Great Lakes Countries (CEPGL) and others; and (b) support for the development of river and lake basins.

37. Based on an evaluation of the assistance to intergovernmental organizations during the third programming cycle, the fourth cycle intercountry programme (1987-1991) was shifted from broad secretariat support to activities that focused on achieving more specific objectives, such as increasing production in the agricultural, industrial and energy sectors. The rationale for such an approach was that, by supporting activities in areas of more obvious relevance entailing more direct benefits to participating countries, greater government support for the regional institutions would be achieved than might have been the case otherwise. In addition, to ensure further member support for project activities, the primary responsibility for project formulation was to be placed with the secretariats of the intergovernmental organizations as opposed to the agencies and organizations of the United Nations system, with external assistance provided where appropriate.

38. In reviewing the implementation of the fourth cycle intercountry programme, the mid-term review (DP/1990/38/Add.9) raised a number of issues, including: (a) the timeliness of the decision to move away from general institutional support activities at a time when the organizations faced rather severe financial problems; and (b) the protracted period spent on formulation, approval and implementation of regional projects. The mid-term review recommended that an independent evaluation be undertaken to assess the UNDP experience with African intergovernmental organizations during the fourth programming cycle (1987-1991) and provide guidance for assistance during the forthcoming fifth programming cycle (1992-1996).

A. Evaluation

39. The independent evaluation was undertaken from October to November 1990 and involved consultations with representatives of Governments, officials at UNDP headquarters and field office representatives, selected United Nations specialized agencies and intergovernmental organizations concerned with economic integration. The evaluation focused, inter alia, on the following:

(a) To what extent has the UNDP Regional Bureau for Africa succeeded in implementing its assistance to the intergovernmental organizations as intended in the fourth cycle intercountry programme? What were the major constraints, if any?

(b) Do the existing intergovernmental organizations have the financial and institutional capacity to promote genuine economic integration? If not, what other vehicles exist in Africa today that are capable of promoting closer economic ties and economic integration?

(c) What would be the elements of a comprehensive technical assistance programme which could support economic cooperation and regional integration in Africa in the 1990s?

(d) Within this programme, what kind of assistance - based on its comparative advantages - should UNDP provide during the fifth cycle intercountry programme (1992-1996)?

B. Main findings of evaluation

40. The key findings of the evaluation report 4/ include the following:

(a) The economic cooperation and integration schemes are considered vital vehicles for the promotion of increased economic growth and welfare in African countries, individually and collectively;

(b) UNDP assistance to the intergovernmental organizations is appreciated not just for the support it provides but more so for the catalytic nature of the assistance arising from the strategic role of UNDP as a mobilizer and coordinator of external resources;

(c) During the fourth programming cycle (1987-1991), UNDP approved 51 regional and subregional integration projects, with a budget of $38,868,629, in favour of OAU, the preferential trade area for Eastern and Southern Africa (PTA), the Indian Ocean Commission (IOC), SADCC, ECOWAS, CEAO, UDEAC, the Economic Community of Central African States (ECCAS) and CEPGL. This amount was far from adequate. The assistance was spread too thinly among the intergovernmental organizations to have an appreciable impact, given the prevailing economic and financial crisis in the region;

(d) Delays have been experienced in the formulation, approval and implementation of multisectoral projects;

(e) OAU, as well as other intergovernmental organizations concerned with economic integration, have expressed their desire to undertake direct execution of regional projects, without the automatic intermediation of the specialized agencies of the United Nations or other external technical or financial entities.

C. Recommendations

41. The main recommendations of the evaluation report include the following:

(a) OAU and the other intergovernmental organizations should rationalize their objectives in order to avoid duplication, streamline their structure and staffing patterns and adopt internationally acceptable standards of management, administration and accountability in the allocation and utilization of public funds;

(b) Considering the extraordinary economic challenges that continue to face the African continent and the need for increased external resources, UNDP, along with the rest of the international community should support African subregional and regional institutions with much higher resources during the period of the fifth cycle intercountry programme;

(c) In view of the complexity of the situation and the fact that it takes a long time to feel the impact of economic cooperation and integration activities, UNDP should adopt long-term plans (from 15 to 20 years) in terms of allocation and utilization of resources for such activities;

(d) In compliance with the spirit of General Assembly resolution 44/211 of 22 December 1989, and in response to the explicit request of OAU and the other concerned intergovernmental organizations, for direct execution of regional projects, UNDP should help these institutions to build solid technical and administrative capacity in order to administer, manage and technically control the efficient implementation of projects;

(e) The UNDP Division for the Regional Programme of the Regional Bureau for Africa should increasingly decentralize the administration and management of regional projects in order to expedite project formulation, approval and implementation. This should be accompanied by the development of relevant guidelines and manuals on UNDP policies and procedures for effective and proper administration of regional and subregional projects by intergovernmental organizations, in accordance with United Nations standards of control and accountability.

D. Comments of the Administrator

42. UNDP is taking into account the above recommendations in the formulation and implementation of its fifth cycle intercountry programme for Africa. Specifically, the intercountry programme will: (a) continue to support

activities aimed at accelerating the process of rationalization of the objectives and activities of the various intergovernmental organizations concerned with economic integration and facilitating the establishment of an African economic community; (b) pursue the objective of national execution by: (i) ensuring a more active involvement of the intergovernmental organizations in programme and project identification, formulation and design; (ii) encouraging selected intergovernmental organizations to implement UNDP-funded programmes, based on an assessment of their capacity to do so, and, to this end, strengthen the latter by making training a strong component of the technical cooperation programme.

43. In regard to paragraph 41 (e) above, which recommends decentralization of the administration and management of regional projects, the UNDP Regional Bureau for Africa has already fielded three regional programme officers approved under Governing Council decision 88/46 of 1 July 1988. The offices are based in Abidjan, Lusaka and Libreville. These are in addition to UNDP representation at OAU headquarters and the UNDP Liaison Office at Addis Ababa. The regional programme officers are now playing an increasing role in project identification preparation and monitoring of projects at the subregional level, thus providing closer communication among intergovernmental organizations, Governments and resident representatives.

Notes

1/ Available to members of the Governing Council as a background paper (UNDP, Central Evaluation Office. The Social Dimensions of Adjustment (SDA) Project, New York, 23 November 1990, vols. I-II).

2/ Ibid. (Evaluation of National Technical Cooperation Assessment and Programmes (NATCAP), vols. I-II).

3/ Lagos Plan of Action for the Implementation of the Monrovia Strategy for the Economic Development of Africa (A/S-11/14), annex I.

4/ Available to members of the Governing Council as a background paper. (UNDP, Report of an Evaluation of UNDP's Assistance to African Intergovernmental Organizations (IGOs), New York, November 1990).